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AUTHOR Pritchard, Mervyn W.
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ABSTRACT

This study examines the functions and methods of Pakistan's primary school inspectorate as they relate to instructional improvement and suggests practical changes in the inspectorate's staffing, operation, recruitment, and training practices where appropriate. Most of the data for the study were gathered by a UNESCO consultant during a study tour that was designed by the Pakistan Ministry of Education and Provincial Coordination. The first section of the paper describes and analyzes the present nature and conditions of primary education against a background of recent educational trends and Pakistan's proposed New Education Policy. The second and lengthiest section examines the organization of primary inspection in Pakistan and the inspectorate's role in educational development. The third and final section summarizes the study's main conclusions. (Author/JG)

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# PRIMARY SCHOOL INSPECTION IN PAKISTAN

Mervyn W. Pritchard

The organisation and staffing of the primary school inspectorate: case studies - 3

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INTRODUCTION

1. The study-visit which forms the subject of this paper was undertaken in November and December 1972, only a short time after the country had passed through a very traumatic period in its short history, resulting in the separation of East Pakistan into the State of Bangladesh. "All nation building activities, including education, remained almost suspended during the first half of the period, 1971-2. It was only after the present Government came into office that the work of national reconstruction was started with redoubled effort and determination".(1) In a period of less than three months the President announced a New Education Policy, remarkable for both the comprehensive and radical nature of its proposals, referred to in greater detail in later sections of this paper. Our visit, therefore, coincided with a time of intensive planning and reorganisation both in the Central Ministry in Islamabad and in the Provinces, designed to ensure the progressive implementation of this Policy and to harness the resources of manpower and finance to that end. The Policy itself and the statements of the President and the Minister of Education which accompanied its publication are frank in their criticisms of the shortcomings of the educational system in the past and equally positive in their determination to rebuild that system on lines that will satisfy the needs and aspirations of the people. Many of the findings and criticisms contained in this paper are of weaknesses of which the authorities are only too well aware and determined to rectify. They are made, however, in a constructive spirit in the hope that the conclusions reached will in some measure

(1) Year Book for 1971-2. Ministry of Education and Provincial Coordination (Education Division), Islamabad.

contribute towards a strengthening of the system of the inspection and supervision of primary schools which, in our belief can be one of the most effective ways of improving the quality of primary education in the country. A question uppermost in the minds of all is how can the rapid expansion of primary education, which has been realised in the twenty six years of the nation's history and which is promised by the New Education Policy to be even more rapid in the next decade, be matched by a corresponding improvement in quality.

2. The purpose of this study was to find out about the real functions and methods of work of the primary school inspectorate in relation to the improvement of instruction, to note those practices and arrangements which seem to be effective, and, where appropriate, in consultation with the national authorities to make practical suggestions in respect of staffing, operation, recruitment and training. The Ministry of Education and Provincial Coordination at Islamabad designed a tour of the country which would enable the consultant to carry out a survey on as wide a geographical basis as possible in the time available; to study primary education at first hand by visits to schools in urban and rural areas, accompanied by inspectors; and to confer with them and with other members of the education service on the administrative and professional aspects of inspection, in particular questions of staffing, training and methods of operation. Visits were also made to teacher training institutions, curriculum bureaux and education extension centres.

3. We wish at the outset to record our gratitude to the many persons and institutions who provided information, expressed their views and gave material assistance. Every effort was made to provide as complete a picture as possible of the nature of primary education and of the processes and problems of inspection. As stated above, most officials were exceedingly

pre-occupied with formulating and putting into operation plans resulting from the New Education Policy, and, particularly in urban areas, in coping with problems arising from the very recent decision taken to nationalise privately-managed schools and colleges. Because of the events of the previous two years and a rapid turnover in administrative personnel it was not always possible to obtain up-to-date factual data and statistical information, and any deficiencies in this paper in that respect must be excused on that account. Discussion was always frank and friendly, and the exchange of professional views was of great value in formulating the analysis and suggestions contained in this paper. The opinions expressed and any errors of fact or inadequacies of viewpoint are the writer's personal responsibility.

4. The pattern of this paper is as follows. The first section, after setting out the structure of educational administration and of the school system, against a background of recent educational trends and particularly of the proposals contained in the New Education Policy, proceeds to a description and analysis of the nature and conditions of primary education at the present time. This is based both upon information gained from the available data but particularly upon observation of schools and teachers at work derived from visits to fifty or so primary schools, urban and rural, public and private, in three of the four Provinces - a very small, but it is hoped, not unrepresentative sample. The second and main section of the

paper examines the organisation of primary inspection in the country and the role played by the inspectorate in the development of education; and it considers ways in which its contributions could be strengthened. The third and final section summarises the main conclusions reached in this study.

5. The Country and People

Pakistan was established as a nation in 1947 as a result of the division of British India into two independent states, India and Pakistan. The latter consisted of two wings - East and West Pakistan, separated by about one thousand miles of Indian territory. The former became the independent country of Bangladesh in 1971. Data of educational trends and developments prior to 1971, given in this study, refer to what was then West Pakistan.

6. The country covers an area of 310,376 square miles, about the combined area of Italy and Spain. According to 1966/67 estimates prepared by the Department of Agriculture, c.25 per cent of the land then was under cultivation and about 65 per cent of the population was engaged in agriculture. The 1971 estimate of population was 63.9 millions, with a density of 206 persons per square mile. It is estimated that the annual growth rate of the population is c. 2.8 per cent. About 47 per cent of the population is under the age of fifteen. As in many developing countries the urban population is growing at a much faster rate than the rural population as a result of

migration to the towns, Islam is the religion of the great majority of the people, and, as when Pakistan was established as a sovereign state, it remains the main element on which the national identity of Pakistan is based. There is a diversity of languages. Urdu is the official language and the medium of instruction in most of the primary schools. But each Province has its own language - Baluchi, Pashtu, Punjabi and Sindi. English is the medium of instruction in higher education and the official language of government.

7. The country is divided into the four Provinces of Baluchistan, North-West Frontier, Punjab and Sind (see map in Annex I), each with its own Governor and Legislative Assembly, together with the Federal capital territory of Islamabad, the seat of Central Government. Baluchistan covers the largest area of the country, but is the most thinly populated. In 1961, when the last census was conducted, it had only 4.5 per cent of the total population. The corresponding percentages for North-West Frontier Province, Punjab and Sind were 15.5 per cent, 55.6 per cent and 23.5 per cent respectively. There were also marked economic, social and cultural differences between the Provinces as well as wide variations in communication facilities, all of which must be taken into account in preparing plans for educational development.

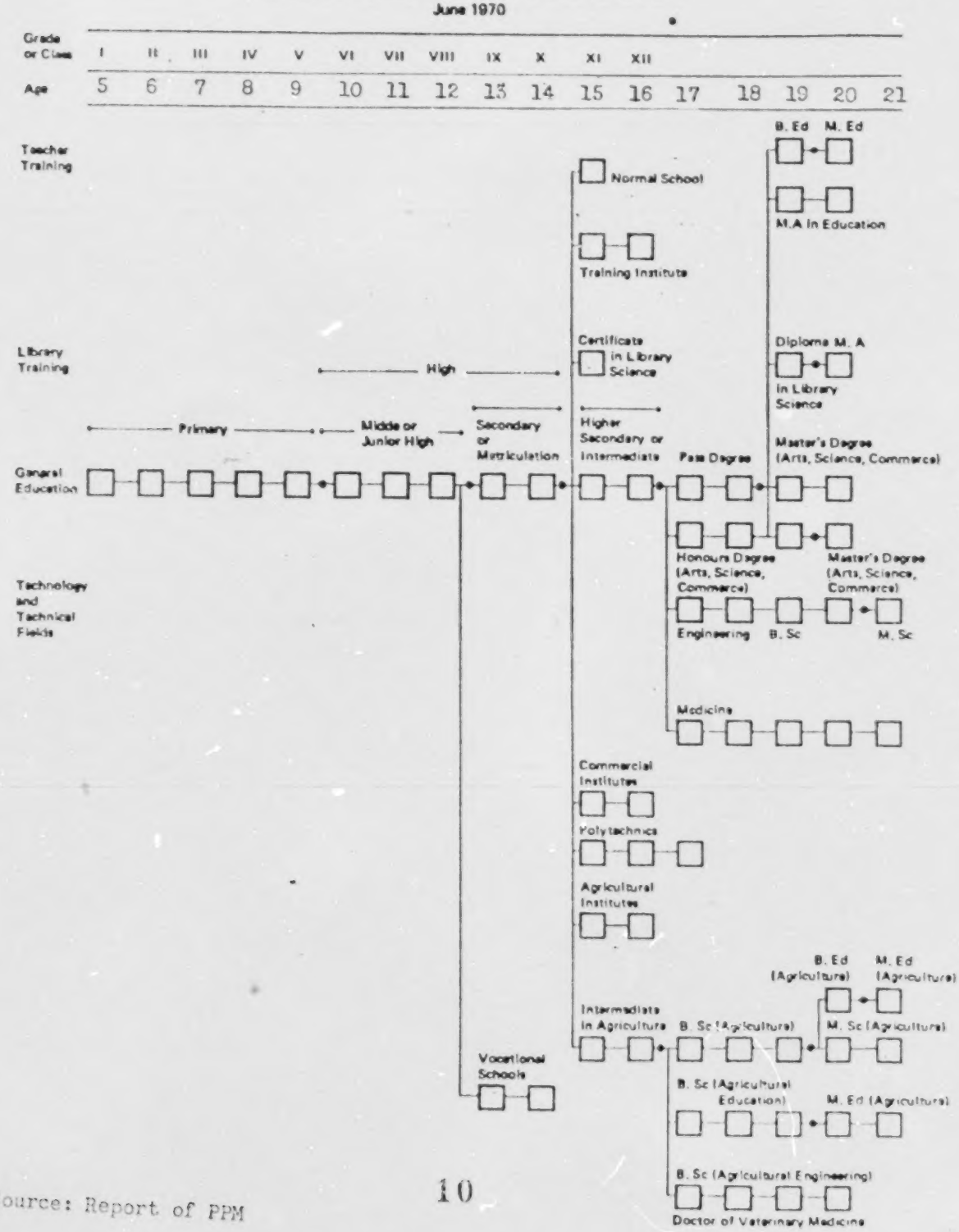
## The School System

8. The structure of education in Pakistan, shown in Chart 1, consists of two main parts: ten years of school education, beginning officially at the age of five; and four years of college education leading to a first degree, with variations in the length of the post-school course for technical and commercial education and teacher training. The school education part is divided into three stages: primary (five years), middle (three years) and secondary (two years). College education consists of two stages: the intermediate stage and the degree stage, each of two years' duration. Thus a total span of 14 years to a first degree is covered in five stages.

## CHART 1

### PAKISTAN : STRUCTURE OF THE SCHOOL SYSTEM

June 1970




Source: Report of PPM

9. It is therefore theoretically possible for a Pakistani boy or girl to matriculate from secondary school at the age of 15 and obtain a first degree at 19. Their counterpart in Western countries would leave the secondary school at 17 or 18 and obtain a first degree at 21 or 22. A primary school teacher in Pakistan gets one year of training after ten years of schooling. His counterpart in the West usually gets three or four years of training after twelve or thirteen years of schooling.

10. A particular defect of the present structure seems to be its fragmentation into so many stages, each concluded by examinations which by their nature have a constricting effect on curriculum and methods of teaching and learning. This makes it difficult to offer an uninterrupted and integrated course of education spread over a reasonable length of time. The move indicated in the New Education Policy towards combining the five years of primary education with three years of middle school education into eight years of elementary or 'first-level' education, is important in view of the broad-based education that such a course could offer to boys and girls entering wage-employment or self-employment. Equally important is the proposed reshaping of the examination system in primary and middle schools towards continuous pupil evaluation and automatic promotion from class to class.

The Administration of Education

11. Education is administered at National and Provincial levels. At the national level the Ministry of Education and Provincial Coordination in Islamabad is responsible for the formulation of national policy on education, and for providing central services in, for example, educational research, statistics and documentation, curriculum development and textbook production, and audio-visual education. It also has responsibilities for international

and bilateral educational relations, foreign scholarships and fellowships and a number of national educational foundations. At the provincial level there is a Department of Education in each of the four Provinces, which is constitutionally responsible for the administration of education within its territory.

12. It is the function of the Central Ministry of Education to guide and assist the Provincial Education Departments in the implementation of national policy in education and the carrying out of development plans prepared in accordance with that policy. It therefore acts in a coordinating and advisory capacity. The allocation of capital expenditure on educational development is the responsibility of Central Government through the National Planning Commission. Recurrent expenditures are the responsibility of the Provincial Education Departments and are met mainly from provincial tax revenues and from tuition fees. But there is a considerable contribution made from community and private resources such as gifts of land for schools, and free labour for building.

13. The Education Policy, 1972-1980, announced by the present Government soon after it came into power (see paragraph 1) has led to considerable reorganisation in the Federal Ministry to secure more effective liaison with the Provinces in the implementation of that Policy and to strengthen the various services which it provides on a national basis. The new title of Ministry of Education and Provincial Coordination (it was previously knowas the Ministry of Education and Scientific Research) emphasises the importance of this liaison. The Deputy Education

Advisers, each concerned with a sector of education, are responsible for keeping in close touch with educational developments in their particular fields taking place in the Provinces, and advising the Education Secretary and the Minister on policy. Liaison Officers have been appointed in the Implementation Unit of the Ministry to collect necessary data and information through visits to Provincial Departments to enable the Policy to be translated into schemes and projects. The Education Research Section established in the Central Bureau of Education in Islamabad in 1969, has been incorporated as a Research Unit within the Ministry to provide a framework for planning, guidance and evaluation, and to ensure that resource data is made available on which to base administrative and policy decisions.

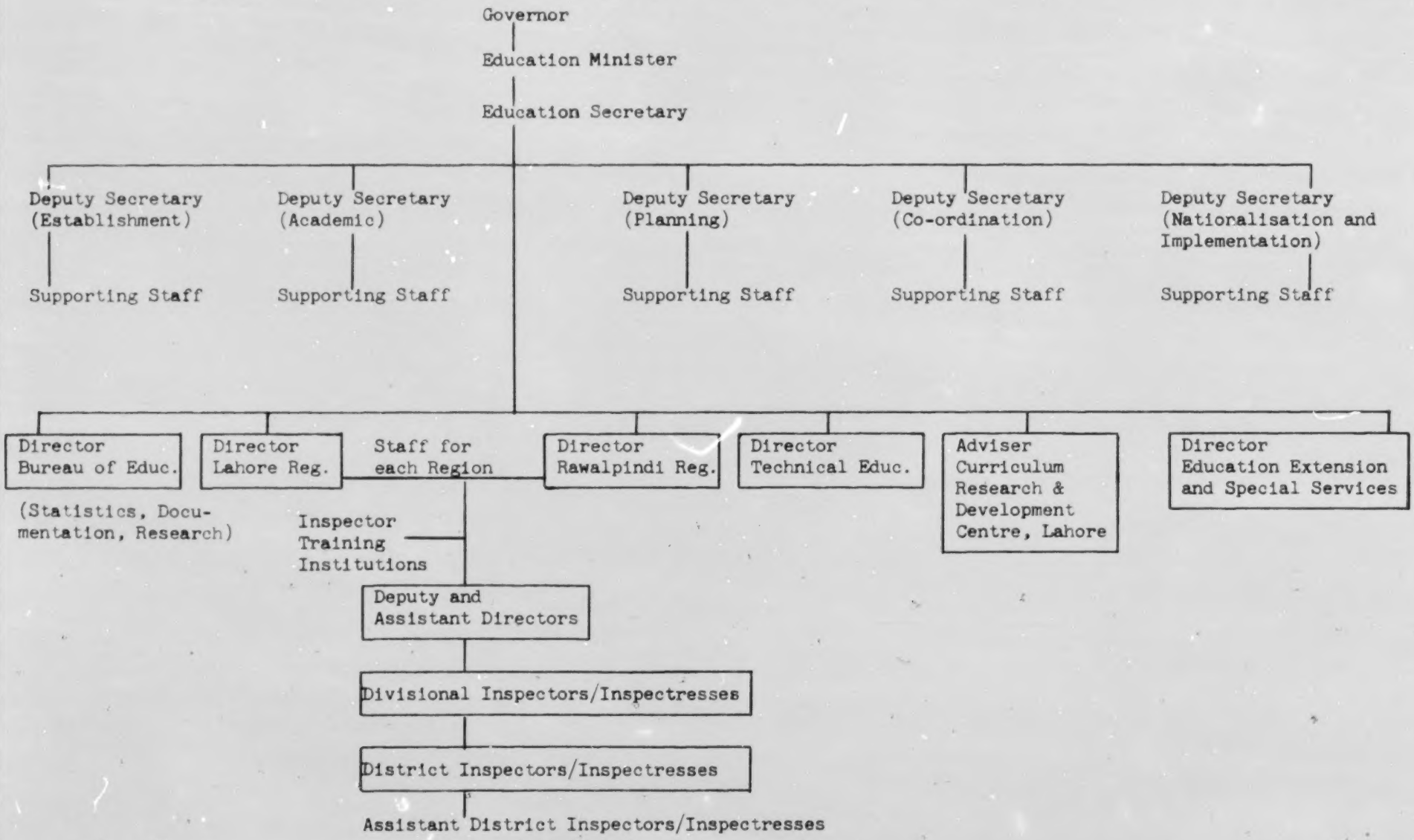
14. The National Bureau of Curriculum and Textbooks in the Central Ministry has been enlarged and its responsibilities for promoting curriculum development in conjunction with the Curriculum Bureaux of the Provincial Education Departments more clearly defined. A National Committee, consisting of representatives of the four Provincial Departments of Education and the Federal Ministry of Education, set up in 1972, has drawn up a draft statement of Goals and Aims of Education as a basic document to guide curriculum reform at the various stages of education. In the light of this draft paper, the Provincial Bureaux of Curriculum, particularly those of Punjab and Sind, have prepared draft syllabuses in different subjects for the elementary/primary levels and these are now being considered by the national committees on each subject set up by the National Bureau of Curriculum and Textbooks. The next stage to be completed is the revision of these draft syllabuses, the compilation of textbooks, and workbooks and teaching aids and the setting up of the necessary in-service training. The present plan is to introduce the new curricula (for Grades I-IV) into the schools in April 1974.

15. A Department of Instructional Technology has been established to work in close conjunction with the National Bureau of Curriculum and Textbooks. A National Book Foundation has also been established. The services of the Central Bureau of Education in statistics, documentation and the issue of publications on education in Pakistan are being extended. All these developments which have taken place in recent months, are evidence of the more positive lead being taken by the Federal Ministry as a result of the Education Policy to provide educational services which will assist the Provincial Education Departments in carrying out the various aspects of that Policy.

16. The Federal Ministry's Directorate of Central Government Institutions administers and supervises the schools and colleges in the capital, Islamabad. There is, however, no central or federal Inspectorate with responsibility for maintaining contact with educational institutions in the country through liaison with the inspectorate services of the Provincial Education Departments.

17. In each of the four Provinces, the Department of Education is solely responsible for the administration and supervision of its school system. As with the Federal Ministry, the Provincial Departments, which are headed by a Minister and an Education Secretary, have been undergoing some changes in their organisational structure, as a consequence of the Education Policy 1972-80 to enable them to carry out more effectively their responsibilities in planning, programming and evaluation and in curriculum development. The structure of the Punjab Education Department is shown in Chart II by way of example.

Chart II ORGANIZATIONAL CHART OF EDUCATION DEPARTMENT PUNJAB, LAHORE



18. The school system in the Provinces is controlled through successive units of administration, as illustrated by the diagram below, showing the education officials in charge at each stage :-

| | | |
|---|---|---|
| Provincial Education Department | - | Education Secretary |
| The Region | - | Director of Education (Schools) |
| The Division | - | Divisional Inspector/Inspectress of Schools |
| The District | - | District Inspector/Inspectress of Schools |
| The Sub-Division | - | Assistant District Inspector/ Inspectress of Schools |

19. The main administrative units in the four Provinces are shown in the following table :

Table 1.

| Province | No. of Regions | No. of Divisions | No. of Districts |
|---|---|---|---|
| Baluchistan | 1 | 3 | 10 |
| North-West Frontier | 1 | 3 | 10 |
| Punjab | 2 | 5 | 19 |
| Sind | 2 | 3 | 14 |

Baluchistan and North-West Frontier Provinces each, therefore, constitute one Region for education. Punjab and Sind Provinces, with their much greater population, are each divided into two Regions : Punjab into Lahore and Rawalpindi Regions; Sind into Karachi and Hyderabad Regions.

20. The Director of Education (Schools), responsible to the Education Secretary in the Provincial Education Department, has overall administrative responsibility for all primary, middle and secondary schools in the region. At the succeeding levels, the Inspectorate has the general responsibility for the administration and supervision of the schools. And as the great majority of schools are single-sex, there are separate Inspectorates of men and women for boys' and girls' schools. The Divisional Inspector/Inspectress, assisted by a number of Deputies, is responsible for the general administration and inspection of all the secondary schools in the Division, assisted in full inspection by District and Assistant District Inspectors/Inspectresses; and also has general oversight of the administration of primary and middle schools in the Division. The Division is divided into a number of Districts and in each of these a District Inspector/Inspectress is responsible for the administration and inspection of the primary and middle schools; and he or she supervises a team of Assistant Inspectors/Inspectresses whose main duty is the inspection of primary schools. Some of the latter are based in the District Offices; others work from the Sub-Divisions (Tehsils) - the smallest administrative unit.

21. More detailed reference is made to the organisation and working of the Inspectorate in the second section of this paper. What should be emphasised here, in this description of the administration of education in Pakistan, is that the Inspectorate at Divisional and District levels combines responsibility for the general administration of the school system, under the Director of Education, with its more professional duties of inspection and supervision of the work of the schools and assistance to teachers. He or she tends to be an administrator first and an inspector

second. The changes taking place in Sind Province, and contemplated in other Provinces, to separate the administrative and supervisory functions are noted later in this paper (see paragraph 57 ).

22. The section of the Education Policy 1972-80 devoted to Educational Policy and Administration(1) opens with the words "The present educational administrative set-up in the country is inadequate and unnecessarily complicated by a variety of somewhat superficial tiers. It will be streamlined in consultation with Provincial Governments". The section goes on to propose the establishment of educational research units by the Ministry of Education and Provincial Departments of Education to provide the institutional framework for planning, guidance and evaluation and also the resource data on which to base administrative and policy decisions. These will work in collaboration with Education Councils which are to be established at national, provincial, district and institutional levels. Such councils will be composed of representatives of National and Provincial Assemblies and local bodies, citizens with interests in education and representatives of teachers, students and relevant government departments and agencies. The purpose of such Councils, which should ensure greater devolution of administrative responsibility and more democratic participation, will be to assist in the formulation, implementation and evaluation of educational policies and programmes, and to harness resources to that end.

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(1) The Education Policy 1972-80 : Ministry of Education, Islamabad, March 1972. (Section 15).

23. Our brief observation of the present administrative structure and discussions with inspectors in the field tend to corroborate the criticisms made of it in the Education Policy document and to emphasize the need for greater devolution of responsibility. An Assistant Inspector's recommendations on a school involving expenditure on buildings or equipment have to pass upwards through the District Inspector to the Divisional Inspector, and thence very often to the Director of Education and other officers in the Provincial Education Department for decision and action. The lines of communication upwards and downwards are long drawn out and there are said to be often considerable delays in implementing such recommendations. A lack of community interest in the local primary school was thought by many people with whom we talked to be a result of the impersonal nature of educational administration. The proposal made in the Education Policy to establish Education Councils at district and institutional levels should do much to involve the local communities in the education of their children, and it will be important for the Inspectorate to maintain close working contact with them.

24. Improvements in the structure of administration will need to be accompanied by more training of those manning the positions at successive levels of responsibility, particularly administrators and inspectors and also the teacher trainers and the heads of schools. The Education Extension Centre, Punjab, situated in Lahore, was established in 1959 to provide programmes of in-service training for teachers, headmasters, inspectors and other education officers - particularly, but not only, in the field of secondary education. Also Regional Education Extension Centres were established later in other areas of the country, which now, since the

political division of the country into four Provinces in 1969, serve other Provinces, e.g. Sind and North-West Frontier Province. The Lahore Centre has in particular held conferences and seminars of four to ten days each for inspectors and inspectresses of schools and other education officials. The Education Policy proposes the establishment of a permanent national academy for the training of Teachers and Educational Planners/Administrators (which it is hoped will include Inspectors) on the lines of similar academies existing for the Civil Service and the Finance Service.

## Section I - Primary education

### 25. Structure

Primary education, beginning generally at the age of five, covers Classes I to V. It is free both in government schools, which comprise about 90 per cent of the total number, and also, since October 1972, in most private schools, as a result of the nationalisation of such schools being carried out under the Education Policy. Primary education is not however, compulsory. The question of compulsion with its far-reaching social and economic implications is left for debate and decision by the Legislative Assemblies(1). It has also been decided to make education free in two phases : first, from October 1972 up to the end of the Middle School, i.e. Class VIII. In the second phase, starting from October 1974, it will become free in Classes IX and X (Secondary School).



(1) Address of the President introducing the New Education Policy, Ministry of Education, Islamabad, March 1972.

26. Enrolment

It proved difficult to obtain full and up-to-date figures of the enrolment in primary schools in Pakistan. The New Education Policy document (Section 2), however, estimates the total number of children of primary school age (5 - 9 years) enrolled in school in 1972 as about, 4.6 millions (boys 3.5 millions, girls 1.1 millions). This total is said to represent 48 per cent of the relevant age group (boys 70 per cent, girls 25 per cent). In the periods of the Second and Third Five Year Plans, 1960-1965 and 1965-1970, when West and East Pakistan were one country, the expansion of primary education was rapid. During the decade covered by the two Plans, total primary enrolment in West Pakistan increased from 2,060,000 to an estimated 4,200,000(1), an annual rate of increase of just over 10 per cent. Though girls constitute only about a quarter of the total enrolment in primary schools, as the estimates from the New Education Policy quoted above show, the annual increase in enrolment of girls in the 1960-70 period was in fact just over 14 per cent.

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(1) Pakistan Education Index. Table 1.13. Dr. W.M. Zaki, M. Sarwar Khan, Central Bureau of Education, Islamabad.

New Education Policy and Primary Education

27. The goal of universal primary education was in the minds of politicians and planners throughout the 1960s. The Third Five-year Plan, 1965-1970, envisaged a target date of 1975 for its' introduction.

The Fourth Plan for 1970-1975, drawn up just before the war, and since superseded by the Education Policy 1972-80, envisaged a total enrolment ratio of 65 per cent by 1975. The new Policy states that "depending on the response and reciprocity, it is anticipated that primary education will become universal for boys by 1979 and for girls by 1984. In a further period of three years, it is anticipated that elementary education will become universal up to Class VIII, for boys by 1982 and for girls by 1987"(1). This will mean an increase in enrolment in primary classes of about five million children by 1980, and an increase in middle school classes of 2.3 million children.

28. The implications of these increases, in terms of buildings, teachers and educational expenditure, are set out in the Policy. 3,800 additional classrooms for primary classes will be constructed to provide schools within easy walking distance from the children's homes. In addition, approximately 23,000 additional classrooms will be needed for middle schools. The universalisation of elementary education will require about 225,000 additional teachers. These will be provided as follows:

(a) 75,000 teachers from the teacher training institutions during the eight-year period ending 1980;

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(1) The Education Policy, 1972-1980. Section 2.

(b) 75,000 will become available from a new optional course in teacher education which is being introduced at the secondary school and college level;

(c) the remaining 75,000 will be provided by a National Literacy Corps drawn from locally-available unemployed persons, retired civil servants, ex-servicemen, and from university and college students through a proposed National Service Corps.

29. The Policy also declares the intention of providing textbooks and writing materials free to primary children according to a phased programme; and also of providing adequate library books, educational apparatus, audio-visual aids and radio sets to all schools. Curricula, syllabuses and textbooks are to be revised "to eliminate overloading, to emphasize learning of concepts and skills, and to encourage observation, exploration, experimentation, practical work and creative expression."

Cost and Financing

30. The Policy (Section 16) states that "at present, in the public sector, we spend annually about 700 million Rupees on education, which includes 200 million on capital expenditure and 500 million on annual recurring expenditure. This represents less than 2 per cent of the G.N.P. and makes our expenditure on education about the lowest in the world". The implementation of all the reforms proposed will require a 70 per cent increase in total expenditures from 1971/1972 to 1972/1973, and in subsequent years an average annual rate of increase of about 15 per cent - the rate at which the expenditure on education has been increasing in the past. By 1980, the total expenditure on education will represent about

four per cent of the G.N.P. - thus conforming to the target recommended by Unesco for education in developing countries. "To meet the additional expenditure on education, community resources of all types, including cash and kind, will be mobilised and both internal and external resources will be explored and used to the maximum possible extent".

Wastage

31. A major problem to be solved in Pakistan is how to reduce the drop-out rate in the primary schools. Precise figures of the present position were difficult to obtain. In Sind Province it was estimated that in the decade 1960-1970, only about 40 per cent of those who enrolled in Class I in any particular year graduated from Class V five years later, though how many children dropped out altogether or were repeating classes is not known. In 1970-1971, the enrolment in the five primary classes in that Province were as follows:

| Class I | Class II | Class III | Class IV | Class V |
|---|---|---|---|---|
| 279,749 | 173,469 | 139,331 | 122,648 | 103,800 |

The enrolment in Class V was thus only 37 per cent of that in Class I. And the enrolment in Class II was only 62 per cent of that in Class I. These figures indicate that a high proportion of pupils fail to complete the full course and that the wastage, or non-promotion, is particularly severe at the end of the first year of schooling. The position in the other Provinces was said to be comparable.

32. A number of factors account for this high wastage rate. Promotion from class to class has depended on the child passing the annual class examination and this has led to repetition of classes or, in many cases, to the child leaving school altogether. The Education Policy proposes to abolish this system and to substitute one of continuous evaluation of the child by the class teacher and automatic promotion. Parental support for education is lacking, particularly in rural areas where many of the adult population are illiterate, and the child is taken away from school to work in the fields or at home. The massive literacy programme proposed in the Education Policy should do much to reduce this apathy to education. A high proportion of the primary schools in Pakistan are very small, with one or two teachers coping with the whole five-year age range in inadequate buildings with few aids to teaching and learning. In Baluchistan, with its very extensive and thinly populated rural areas, the average primary school contains 38 pupils. In the Peshawar District of the North-West Frontier Province, figures provided by the District Inspector showed that 41 per cent of the schools had only one teacher and a further 28 per cent only two teachers. Amongst the most powerful factors, however, affecting the wastage rate are the limited training of the teachers, the poor facilities for education in many of the schools, and curriculum and teaching methods which fail to arouse the children's interest.

Teachers

33. In 1969-1970, the estimated number of primary teachers in what was then West Pakistan was 95,000, of whom 21,000 (22 per cent) were women(1). The proportion of those who had at least the minimum qualification of matriculation plus one year of professional training was 91 per cent. These estimates may, however, be on the favourable side. Figures provided to the Consultant by North-West Frontier Province and by Sind Province for 1970/1971, showed that 36 per cent and 16 per cent of their primary school teachers respectively did not have this minimum training qualification.

34. Primary school teachers are trained in Government Teacher Training Institutes, commonly called Normal Schools, of which there are 55 in the country. These are administered by the Directorates of Education in the Provinces and inspected by Inspectors of Teacher Training based at Provincial Headquarters. There are separate institutions for men and women and a high proportion of the students are residential. The course of professional training for the Primary Teacher's Certificate (which has superseded the previous Junior Vernacular Course) lasts for one year, effectively nine months, except in Sind Province, where it has been extended to two years so that the academic background of the students can be improved in the first year. The course was extended to two years in Punjab Province for a time, but had to be reduced to one year again because of the demand for more teachers. The universal opinion was that a two-year course was necessary if the quality of primary school teachers was to be improved. The minimum qualification required for entry is a Matriculation Certificate acquired in Class X of the secondary school, usually, though not always, with a pass in Division 1 or Division 2. Selection is based on a test and interview given by the staff of the institution.

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(1) Pakistan Education Index (Table 1.29) Messrs. Zaki and Khan.

35. The Teacher Training Institutes also provide courses for teachers in Middle Schools. The main course is a one-year course for the qualification of Certificated Teacher and the students entering this course must have passed the Intermediate examination in an Intermediate College, i.e. they will have had twelve years of school and college education. Courses of one year are also provided for Drawing Teachers and Oriental Teachers in the middle schools.

36. The minimum qualification required of the staff of the Teacher Training Institutes is a B.A. or B.Sc. followed by course to the Bachelor of Education degree given in a Secondary Teacher Training College. All staff possess this minimum qualification and many have taken a Master's degree in Education. The staff of these Institutes are of the same 'cadre' as Assistant Inspectors or Inspectresses and secondary school teachers, and there is a good deal of interchangeability between the three groups.

37. In spite of the low status and pay of the primary school teacher, referred to in paragraph 41 below, there is said to be considerable pressure on entry to these Primary Training Institutes because of the poor employment prospects for many secondary school leavers unable to secure admission to an Intermediate College or University. One woman Principal in Punjab, for example, told us she had had 900 applications for 250 places in 1972. General dissatisfaction was expressed in many of the institutions visited with the methods of selection, where 'outside' influences were said to lead to the admission of unsuitable students, and particular dissatisfaction, as mentioned, with the shortness of the course of training and the lack of opportunity for improving the academic background of the students, which

was thought to be poor, even though they had a Matriculation certificate. The drop-out rate, though no figures were given, was said to be significant.

38. The impression gained from visits to several institutions was that the teaching methods used were very formal, with the lecture-method predominating, and large classes of 50 to 60 students, though a new curriculum for the Primary Teacher's Certificate had been recently introduced. The teachers, therefore, would teach as they were taught in school and in the training institution. Emphasis on group and individual teaching was minimal. Some practical work, not of a very high order, was done by the students in arts and crafts, but very little in science.

39. The contacts between the primary school inspectorate and the primary training institutes and staffs in their areas clearly need to be strengthened in a concerted effort to raise the standards of the teachers entering the schools. The remedy mainly lies in lengthening the training course, as Sind Province is doing, in providing better facilities and a better staff/student ratio in the institutions; and particularly in better training of the teacher-trainers so that they come to their important task with new ideas and methods of primary school teaching, springing from first-hand research and development undertaken in the university departments and institutes of education. Too little original research and investigation based on Pakistan's educational needs and problems seems to be forthcoming, though some of the work being undertaken at the Institute of Education and Research at the University of Punjab in Lahore must be excepted from this general criticism. Western textbooks of psychology, philosophy and curriculum development have their place but are no substitute for original work by Pakistani scholars, involving B.Ed. and M.Ed.

students in first-hand study of child development or environmental influences in Pakistan which will percolate downwards to the primary school classroom and influence the teaching and learning.

40. A very considerable expansion of in-service training facilities for primary school teachers is needed in the country. The Education Extension Services in the Provinces, responsible for the bulk of in-service training, have tended to concentrate more on the secondary school teacher and on adult education than on the primary school teacher. The Education Extension Centre at Lahore (referred to in paragraph 24 above) has, however, been responsible for a scheme for training selected teachers who will then direct in-service courses for primary teachers at fifteen Government Training Centres (ten for men and five for women) in Punjab Province. The Bureau of Curriculum and Extension Wing for Sind Province, situated in Hyderabad, is also extending its activities to the field of primary education. But the opportunities for in-service training and upgrading of primary school teachers appear to be still very limited.

41. The pay and status of the primary school teacher in Pakistan are low. The minimum for a trained teacher (matriculate with one year's training) is Rs. 150 ($ 16) a month, rising to Rs. 257 ($ 28). Where there are two teachers or more in a primary school, the senior is given an extra charge allowance of Rs. 5 a month with the responsibilities of Head. In the case of middle schools this allowance is Rs. 15 a month. The inducement therefore to assume responsibility is minimal. Promotion is mainly by seniority. Many teachers are said to supplement their income by taking on other work, when it is available, and much criticism was raised of the absenteeism and lack of commitment of many primary teachers. In many rural areas, though housing is provided, living conditions for the teacher are difficult. Perhaps one of the greatest problems is the isolation of the primary school teacher working alone in a one-teacher school, or at the most with one colleague. The reluctance of teachers, especially women, to move to rural areas is not surprising. The key to improvement must lie in better pay and recognition of the services of the primary school teacher, the grouping of small schools, where possible, into larger units, better conditions in the schools themselves and the maximum support from the inspectorate through regular visits and through in-service training.

42. Buildings and Equipment

In general, the impression gained from visits to primary schools in urban and rural areas and from discussions with inspectors and

administrators was of buildings frequently unsuitable and inadequate for a primary education, even of a stereotyped, old-fashioned kind, let alone of a more progressive nature. The number of classrooms provided often falls well short of the number of classes in the schoo , and many groups have to be taught in the open. In bad weather, such as was experienced during the tour in some parts of the country, two or more classes may have to be combined in one room, or huddled on verandahs, or the children sent home. The classrooms seen often lacked good natural lighting and were squalid in appearance and devoid of desks, so that the pupils had to sit on mats on the floor, with their textbooks beside them and write on slates or in exercise books on their knees. The environment was generally stark and bare with little or no visual display of any kind of the teacher's or pupils' work: Usually only a blackboard.

In good weather the majority of the primary pupils sat in rows on verandahs or in the school yard or in the field, facing the teacher who taught from a blackboard set in an outside wall, or propped up in front of the class. Considering the nature and condition of some of the buildings, it seemed preferable that the children should be working outside rather than cooped up in dark and airless rooms. In the cities physical conditions were often rather better, though the urban schools, because of the pressure of numbers, had to work on a double-shift basis. Many of the buildings seen there were old and built on very restricted sites, incapable of expansion in thickly populated areas. In one or two cases seen, especially in 'down-town' areas, the buildings seemed to present considerable health and fire hazards.

43. But there were exceptions to the generally depressing picture painted above. Some schools seen were well built and a real and successful attempt had been made to provide a satisfactory physical environment. Classrooms, though still usually bare of

furniture and equipment, save a blackboard, were clean and well-kept and school gardens had been attractively laid out and cared for. Some new classrooms were being built and the Head's office was attractively furnished, with the school timetable and other evidence of the school's activities and progress well displayed. It seemed to be generally true that where the primary and middle schools were combined in a lower-middle school, conditions for the younger pupils were better, even though they lacked the amenities such as desks, provided for the older pupils.

44. The striking contrasts between the satisfactory and the bad seemed in many cases due to the degree of interest shown by the community in its primary school and often the efforts of the head of the school to stimulate the community's interest and help. It was a pleasure on some occasions to meet representatives of the community who had given land and helped to provide buildings for the school. In these cases self-help was a reality. In other cases apathy and neglect were evident. Generally speaking, new schools have been established on the assurance given by local communities that they would provide land and buildings; but in many cases these promises have not been fulfilled; and when the school came into existence it had to function in improvised or hired buildings and in some cases to function under trees with no buildings at all. For example, one District Inspector in North West Frontier Province said that about half the primary schools in his district of 880 schools were provided by the community or were in hired, and often unsuitable, premises. Finance from government enabled new classrooms to be built in only fifteen or sixteen schools a year. If the community would provide land, he would provide teachers, mats for the pupils, blackboard and chalk, and a new school could start. The rate

of investment in bricks and mortar of any government, faced with a rapid expansion of primary education must be severely limited. Indeed the New Education Policy in its proposals for the 1972-1980 period, while committing itself to providing 38,000 additional classrooms for primary classes, stresses the need for this limitation, and advocates the maximum possible use of non-conventional and innovative methods such as the use of more school buildings on a double-shift basis and the use of union halls, community centres and other suitable buildings for school purposes. It also proposes that standard designs and specifications for low-cost buildings for various types and sizes of school, will be prepared. The crucial question, in the light of the poor physical conditions handicapping the quality of primary education in so many schools, is where the limits of capital investment should be set.

45. Comparable with the poverty of accommodation in many of the schools visited, and perhaps even more serious in view of improving the quality of education, was the almost total lack of equipment for teaching and learning in most schools. Most pupils had their subject textbooks which their parents had bought (now to be provided free), a slate, writing board or exercise books, according to the age of the child, while the teacher had a blackboard and chalk. Few schools had much beyond these basic essentials. In some schools there were some supplementary readers, occasionally a few charts or diagrams provided by the authorities and simple tools for craftwork. This almost universal dearth of simple instructional apparatus or materials precluded any but the most formal methods of instruction, and effectively deprived the

pupils of the opportunity for "observation, exploration, experimentation, practical work and creative expression" (Education Policy, P.7. 2.14). Little seemed to be done to use simple local materials to make educational apparatus in order to stimulate ective learning or to attempt, however difficult the circumstances, visual display of the teacher's or pupils' work. In some middle schools, simple apparatus for the teaching of science was to be found, but apparently little used for demonstration. The school garden, where it existed, was cultivated by the boys and the girls undertook simple home crafts. In general, however, there were few opportunities for any manual or constructive outlet, and the application of concepts in mathematics, science or social studies to real and relevant situations was generally lacking. The classroom teaching is therefore mostly book-centred and stereotyped, in which the pupils largely play the role of passive listeners, reproducing the knowledge they have absorbed in the annual examinations. The New Education Policy. as noted in paragraph 29 above, lays much emphasis on introducing more active methods of learning by the children. A great deal of retraining of teachers and provision of equipment will be necessary to achieve this.

46. Curriculum

At the time of our visit, the primary schools were following the standard curriculum, issued by the Education Commission Reforms Implementation Unit in 1960, and revised in some particulars in 1962. The following subjects are prescribed for study in that curriculum: languages (Urdu and mother tongue); elementary mathematics; general science; social studies (history, geography, civics); physical education (including health); religious education; arts (including music and rhythmic movements; practical arts (including free and directed activities and manual work).

47. Though now thirteen years old, this curriculum and the detailed syllabuses it incorporates contain much useful advice to the teacher on methodology of teaching and the various activities that might be undertaken by the children in each subjects. It also advocates the compilation of teachers' guides, the provision of instructional materials and the production of visual aids. The pity is that for the reasons given, the fruitful suggestions made are not carried out in the main.

48. In paragraph 14 above we refer to the steps being taken to implement the proposals of the New Education Policy for the revision of curricula, syllabuses and textbooks - a process involving committees of the National Bureau of Curriculum and Textbooks of the Ministry of Education, Islamabad, which is acting as the co-ordinating body and resource centre, and also of the Provincial Curriculum Bureaux. Examples seen of draft syllabuses in Social Studies, proposed originally by a committee of the Curriculum Bureau of North-West Frontier Province, and in Elementary Science show that they are firmly based on modern principles of curriculum construction and their content appears to be very relevant to the environment of the child in Pakistan. A new scheme of studies has been prepared for primary classes I-V, to replace the former scheme of the 1960 Curriculum. This is shown in Chart III on page 32.

49. Owing to the existence of autonomous Textbook Boards and separate curriculum organisations in the Provinces, there are certain demarcation problems regarding the production of textbooks to accompany the new syllabuses. To overcome these problems, a co-ordinating committee and editorial panels are being established including authors, subject specialists and curriculum committee members. As far as audio-visual aids are concerned, there are separate audio-visual sections in the Central Bureau of Education in

Chart III

**NATIONAL BUREAU OF CURRICULUM AND TEXTBOOKS, MINISTRY OF EDUCATION, ISLAMABAD**
**SCHEME OF STUDIES FOR ELEMENTARY CLASSES**

| Subjects | Classes I & II Age 5 and 6+ | | | Class III Age 7+ | | | Classes IV & V Age 8+9+ | | |
|---|---|---|---|---|---|---|---|---|---|
| | No. of periods per week (39) | No. of hrs. per week (26). Each period of 40 minutes | Percentage of total time | No. of periods per week (39) | No. of hrs. per week (26). Each period of 40 minutes | Percentage of total time | No. of periods per week (39) | No. of hrs. per week (26). Each period of 40 minutes | Percentage of total time |
| 1. Languages : | | | | | | | | | |
| (*a*) 1st Language .. .. .. .. | 12 | 8 | 30.7 | 6 | 4 | 15.3 | 6 | 4 | 15.3 |
| (*b*) 2nd Language .. .. .. .. | — | — | — | 6 | 4 | 15.3 | 6 | 4 | 15.3 |
| 2. Mathematics .. .. .. .. | 6 | 4 | 15.3 | 6 | 4 | 15.3 | 6 | 4 | 15.3 |
| 3. Science. .. } .. .. .. | 5 | 3.20 | 12.30 | 6 | 4 | 15.3 | 5 | 3.20 | 12.30 |
| 4. Pak/Social Studies. } .. .. | | | | 3 | 2 | 7.69 | 4 | 2.40 | 9.23 |
| 5. Health and Physical Education .. .. | 5 | 3.20 | 12.30 | 3 | 2 | 7.69 | 4 | 2.40 | 9.23 |
| 6. Islamiyat .. .. .. .. .. | 6 | 4 | 15.3 | 6 | 4 | 15.3 | 6 | 4 | 15.3 |
| 7. Arts .. .. .. .. .. | 5 | 3.20 | 12.30 | 3 | 2 | 7.69 | 3 | 2 | 7.69 |

*Explanatory Note on the allocation of time.*—In the week the School will function for five full days and one half day in the following manner:—

(a) For 4 Hours and 40 minutes divided into 7 periods on full working days and 2 Hrs. 40 minutes divided into 4 periods on half working days.

(b) The working Hrs. exclude time for daily assembly (10 minutes), recess (30 minutes) and ten minutes short-break on full working days and only one short break of 10 minutes only on half working days.

Islamabad, and in the Punjab and Sind Education Departments, which have worked more or less independently in the past. Steps are now being taken to strengthen the section in the Central Bureau to enable it to co-ordinate the work of the Provincial Sections.

50. Members of the Inspectorate have been included in the Provincial Curriculum Committees but not in the National Committees. It is of crucial importance that the Inspectorate should be involved in the process of curriculum reform, if it is to be an agent of change and innovation in the schools - a point to which we return in the next main section of this paper (paragraph 85).

Section II - Primary inspection

Introduction

51. The brief survey of primary education contained in the previous section illustrates some of the major problems to be solved if the children are to be given a better education and the high wastage rate in the primary course is to be reduced; if, in short, expansion in enrolment is to be matched by a corresponding improvement in quality. It is our conviction that an effective system of inspection and supervision can make a substantial contribution to that improvement in quality if it is accompanied by curriculum reform, better material conditions in the schools and a more liberal supply of books and teaching and learning material of all kinds, and better training of the teachers and an improved status for them.

52. Before reviewing the system of primary inspection in Pakistan it may be helpful to consider briefly in general terms what appear to be the chief functions of an inspectorate in the educational service of any country. In our view these fall into three main categories - administration, evaluation and guidance. The inspector is part of the general system of educational administration in that he is an important link between the Educational authority, whether national or regional, and the schools. He has the duty of keeping the authority fully informed of the state of education in the schools and their needs and problems. Equally, he has the responsibility of transmitting and interpreting to the schools policies laid down by the authority and of helping to ensure that these are put into practice. But he is not, or should not be, primarily an administrator, in the ordinary sense of that word. And if his routine administrative duties predominate and he is seen by the teachers, and by himself, mainly as an 'arm' of the administration exercising bureaucratic control his potential value as a professional adviser and leader is not realized. His functions of evaluation and assessment of the work of the schools are at the heart of his work; and on his skill in making a thorough and objective appraisal of the situation he finds in the school and the classroom rests the quality and relevance of the advice and guidance he gives. He must therefore be in the schools for the major part of his time observing children and teachers at work. But the function of evaluation is not an end in itself; it is a means to an end, and that end is not merely ensuring that standards are being maintained but of doing all that is possible to improve those standards. Guidance and training, in association with the teachers training colleges and with the agencies for curriculum reform and other educational services, are in our view the most important functions of the inspector. The effectiveness, therefore, of an inspectorate in improving the quality of education depends firstly on the emphasis placed on its main professional functions of evaluation, guidance and training; secondly on its being well enough staffed and trained and given the right working conditions to carry out those functions; and thirdly on its working in close partnership with all the other agencies for reform and development within the educational service.

53. Organisation and Duties of the Inspectorate

The structure of the Inspectorate has been outlined in paragraphs 18-20 above, in describing the system of educational administration in the Provinces. Below the Director of Education (Schools), at successive levels of responsibility, the Divisional Inspector/Inspectresses, the District Inspector/Inspectresses and to a lesser degree the Assistant Inspector/Inspectresses combine the duties of an Education Officer, responsible for the general administration of the schools, with that of an Inspector, primarily concerned with the professional inspection and supervision of the schools, though this would include, as we have said, certain administrative functions.

54. The legal basis for inspection and supervision of schools tends to be a matter of history and, as far as could be ascertained, there is no up-to-date Code or set of regulations defining the functions and duties of an inspector for the country as a whole. A circular of 1920 (No.CM 1077 4-9) issued by the Director of Public Instruction when Pakistan was part of British India, was incorporated in the West Punjab Education Code in 1949 when Pakistan had become an independent nation. The Central Government in Islamabad has not yet developed its own Code but follows the Punjab Code. This circular enumerates in some detail the duties delegated to what was then the new class of District Inspector and these cover a wide range of administrative duties in relation particularly to the service of teachers and the control of expenditure. A more recent circular of 1963 (No.1/104-5) defines the duties of the Assistant Inspector and his relations with the District Inspector. The most significant paragraph of this Circular reads as follows:

> "In their inspection of schools Assistant District Inspectors have the same duties as District Inspectors, with the exception that they will be required to devote even more time to showing the teachers how to improve their work and putting them in the way of so doing. Short and hurried visits render this impossible and the mere number of visits is no criterion of the efficiency of an Inspecting Officer. In reporting on the work of District Inspectors and Assistant District Inspectors, the Inspectors of Schools (i.e. the Divisional Inspectors) will judge these officer not merely as Supervisors but also as "peripatetic instructors" whose duty it is to carry on the training of teachers. This duty is most imperative when any new subjects or courses or methods of instruction are being introduced into schools ... Assistant District Inspectors shall be required to give occasional lectures on educational subjects, lantern readings or demonstration lessons to small gatherings of teachers. Other Inspecting Officers should also help in this way".

55. The intention in appointing Assistant District Inspectors was clearly that their main responsibilities should be professional rather than administrative and that their role as guide and mentor to the teachers was paramount. However, no up-to-date precise description of the duties of the District Inspector or the Assistant District Inspector exists. There is no Inspection Manual or Handbook for the guidance of Inspectors. The following description of the duties of the District Inspector is derived from discussion with Inspectors and Inspectresses on their responsibilities:

(a) To inspect, with their Assistants, all the schools within the District by annual (announced) inspections and by "surprise" visits.

(b) Final responsibility for the payment of salaries to all teachers within the District.

(c) To appoint, transfer and promote teachers.

(d) To sanction leave of teachers.

(e) To deal with enquiries, disputes and appeals.

(f) To supply survey reports, statistical and other information and development proposals to the Directorate of Education (Schools), through the Divisional Inspector.

(g) To confer with representatives of local communities on the provision, enlargement and maintenance of schools.

(h) To order supplies, place contracts and exercise overall supervision of expenditure, under the Directorate of Education.

(i) To conduct examinations in Primary Schools.

(j) To assist with in-service training of teachers.

The delegation of the above responsibilities and duties by the District Inspector to his Assistants varies, but he, subject to general control by the Divisional Inspector and the Directorate of Education, assumes them all.

56. What is immediately apparent from the above general description of duties is that the administrative responsibilities of the District Inspector/Inspectress, and to a lesser degree that of the Assistants, must of necessity occupy a high proportion of the available time, reducing the opportunity for close and continuing contact with heads and teachers in the schools very considerably. This was amply corroborated by several visits to the offices of District Inspectors and Inspectresses and discussions with them and with Assistants, some working in the District office and others in the field. In each Province, in the absence of any careful

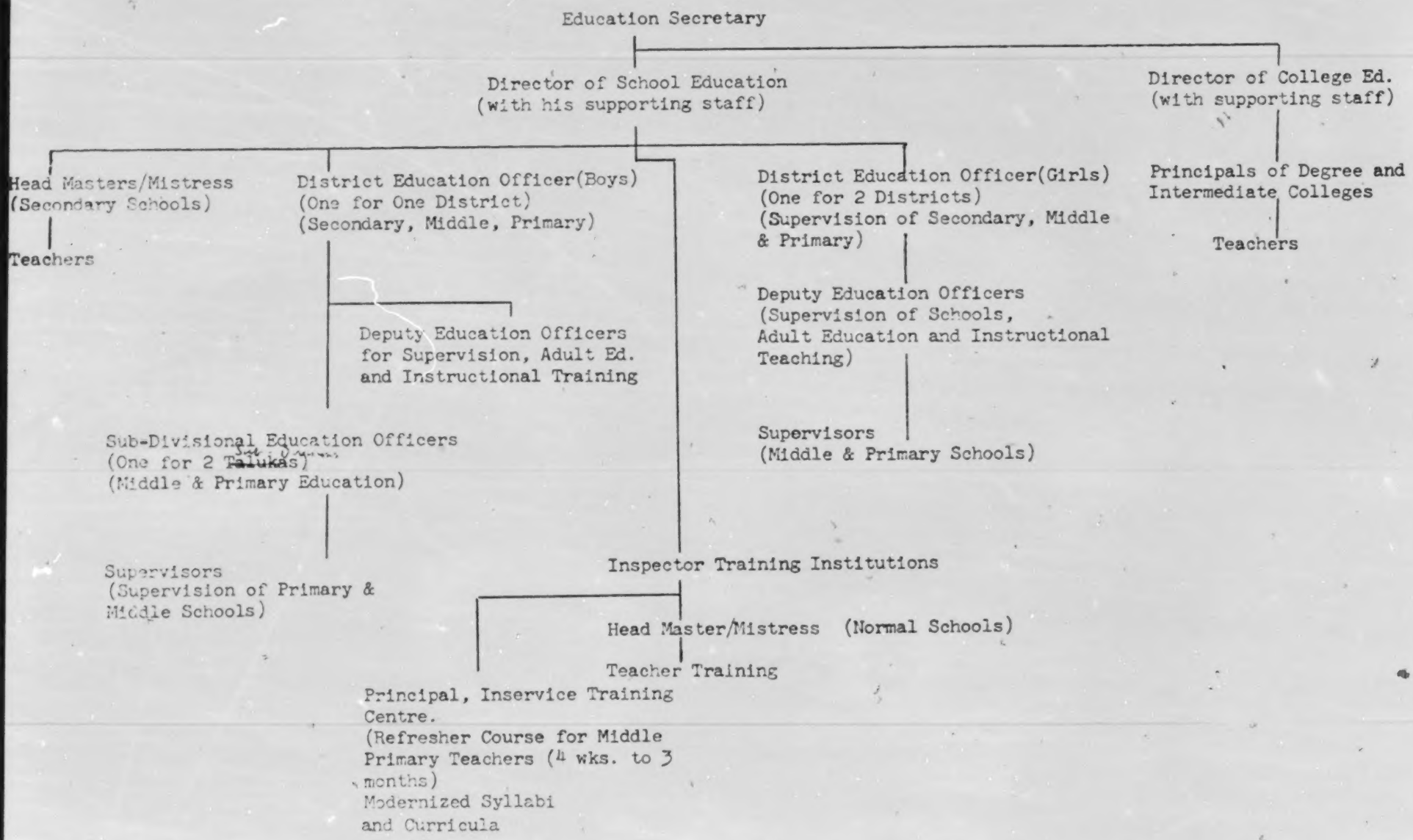
record of the inspectors' day-to-day activities, the question was put as to what proportion of time was spent on administrative duties, such as all those enumerated in the previous paragraph, except (a), (i) and (j), and what on the inspection of schools. The answer was that between 50 and 60 per cent of the District Inspector's time was spent on administrative duties, but less usually in the case of Assistant Inspectors. The proportion of time thus spent was especially high at the present time in those urban areas, e.g. Lahore and Karachi, where the programme of the nationalisation of private schools was imposing an additional load of administration and survey work on the Inspectorate. The administrative load on Inspectresses was, in general, proportionately greater than that on the men, because they were responsible for more schools. The District Inspectors' offices had a varying number of executive and clerical staff but, according to the Inspectors. their numbers had not been increased to cope with the increasing volume of work. Senior officials in the Ministry of Education and Provincial Co-ordination in Islamabad, and Education Secretaries and Directors of Education in the Provincial Education Departments, with whom discussions were held on the work of the Inspectorate, confirmed that they were preoccupied with routine administrative work and with the administrative aspects of inspection. Not enough attention was being paid to supervision of the work in the classroom and to guiding and helping the teachers. Matters were not likely to improve until there was some separation of administration and inspection.

57. Reorganisation in Sind Province

In Sind Province, at the time of our visit, reorganisation of the system of educational administration had very recently taken place. Chart IV on page 38 shows the new structure. From this it will be seen that the posts of Divisional Inspector/Inspectress and District Inspector/Inspectress

CHART IV

ORGANIZATIONAL CHART OF EDUCATION DEPARTMENT, GOVERNMENT OF SIND



have been abolished. The District becomes the chief unit of administration and the Division disappears. Under the two Directors of School Education for the two Regions of Karachi and Hyderabad, each District is headed by a District Education Officer, man or woman (the administration of boys' and girls' schools being separate) who has administrative responsibility for all schools, primary, middle and secondary, in that District. The District Education Officer, assisted by a number of Deputies, one of whom would be responsible for administration and accounts, will be responsible for the inspection of secondary schools in the District. In the city of Karachi, which constitutes a Region, there will be a number of supervisors of primary and middle schools in each District, responsible to the District Education Officer, whose duty will be the professional supervision of the work of those schools. The title of 'Inspector' is abolished and that of 'Supervisor' substituted. In Hyderabad Region, which covers a very wide geographical area, there is a lower unit of administration, viz. the Sub-Division (or taluka), each District being sub-divided into six or seven sub-divisions. The Sub-Divisional Education Officer will be responsible for the administration of primary and middle school education. Attached to him will be a number of supervisors, responsible solely for the supervision of the work of primary and middle schools. As the number of girls' schools is very much smaller than that of boys' schools in the Province, the sub-division will not be an administrative unit for formal education, and the women supervisors will be responsible directly to the woman District Education Officer.

58. The effect of this reorganisation is first, to decentralize the administration of education in the Province; secondly, particularly in the case of primary and middle school education, to separate administration from

supervision and to create a body of men and women supervisors who are expected to spend the major part of their time in the schools, developing their work and assisting the teachers. In the first instance, it was expected that each supervisor would be responsible for 50 or 60 schools, but it was hoped to reduce this number later to about 40. This Province had, therefore, just taken a major step towards providing what it is hoped will be a more effective system of elementary school supervision. Discussions in other Provinces indicated that similar changes were being contemplated.

59. Subject Inspectors

Within the exception of physical education, for which there are special inspectors and inspectresses, each member of the primary inspectorate is expected to assess and advise upon all subjects of the primary curriculum and is, like the teacher, a 'general practitioner'. It is essential that the inspector or supervisor of primary schools, should, like the head of the school, be able to take a synoptic view of every aspect of the school's work and life, and be able to assist the teacher who is called upon to teach all subjects. It is important, too, that he should promote greater integration between subjects at this level; the development of the primary curriculum in most countries is in the direction of more integration and less of a 'subject-centred' curriculum, for example in social studies and creative activities. Nevertheless, in view of the radical changes taking place in curriculum content and teaching methods, there appears to be a good case for considering the appointment of some subject advisers in the field of primary education, for example, the teaching of languages or science or creative activities or the use of the mass media. Such advisers could give specialist

assistance to the schools and teachers, particularly by in-service training; or they could be called in by their colleagues to assist in investigating and solving particular problems in the schools.

60. The service given by the primary inspectorate would be strengthened by such appointments. They would also provide an incentive to the Inspectorate to develop its expertise and would improve the career structure, which at present is very restricted. More opportunities also might be created for secondment of primary inspectors for special duties, for example to curriculum bureaux or a textbook centre or to undertake special investigations in connection with primary education.

61. The present organisation of the Inspectorate, with the Divisional and District Inspectors heavily immersed in administration, suggests that the Assistant Inspectors/Inspectresses, responsible as they should be for day-to-day visiting of the schools are not getting all the professional leadership from the top which such a service needs. There is no central or federal inspectorate at the Ministry in Islamabad which can take a national view of the process of inspection and supervision, and assist the Provinces in training inspectors or devising the most effective strategies for using their services. At Provincial or Regional headquarters there is no chief inspector responsible to the Director of Education, who could assist in planning, co-ordinating and supervising the work of theinspectors working in the field, provide training courses for them, and ensure that information and advice about educational developments and progress gathered from the visits made to schools was effectively channelled to those responsible for formulating educational policy and taking executive decisions. An inspectorate has a unique and vital communicating role to play between policy and practice, between administrative decisions and the effect of those decisions.

62. Staffing of the Primary Inspectorate

To what extent is the Primary Inspectorate well enough staffed, numerically, to carry out its duties? The official requirement on school visiting was said to be two visits a year to each primary school, one visit for the annual inspection, announced to the school in advance, and one 'surprise visit' for checking on progress and for administrative purposes, e.g. collecting data on pupil enrolments and promotions and staffing. The only official document found supporting this requirement was the Punjab Circular of 1963, referred to in paragraph 54 above, which states that "It is not possible at present to fix a minimum number of visits for each Assistant District Inspector, nor does it seem desirable. Where an Assistant District Inspector is provided it will in most cases be possible for the District Inspector and Assistant District Inspector between them to visit every public school three times during the school year, and under no circumstances should the visits, though requiring more time, be less than two in number. In the course of twelve months the Assistant District Inspector should be able to visit the whole of the District and it is compulsory that the District Inspector should visit every public school in the District at least once a year."

63. Efforts were made, on the whole unsuccessfully, to obtain firm figures about the number and type of visits in fact being made to the schools. From every quarter it was said that a frequency of two visits a year of the kind described to each primary school was not being maintained - far from it-but up-to-date schedules of visits and inspections made were very hard to come by. This suggests a real weakness in the control of inspection activities at Provincial and Regional levels. Only in Punjab Province was any 'hard' information available. In that Province, in 1970-71, 68 per cent of the boys' primary schools

and 44 per cent of the girls' primary schools were visited, though it was not possible to determine whether any school had been visited more than once or what was the nature of the visits. The requirement that a District Inspector/Inspectress should visit all the schools in his or her District once a year was said to be manifestly impossible in many cases. District Inspectors in Punjab, for example, had administrative responsibility for primary schools ranging from 598 to 1,532, and District Inspectresses, with relatively fewer Assistants, 215 to 775 schools. In North-West Frontier we met a District Inspector with nearly 700 primary and middle schools in his care; he had recently taken over this responsibility and was making valiant efforts to visit all schools, many of which were very difficult to reach, but it was going to be a herculean task to achieve this in a year, with all his administrative responsibilities in the office. Indeed, one of the main reasons given why the schools were not being inspected in accordance with the required norm was that inspector assignments of schools and teachers had grown too big to make this possible. The other main reason given was the lack of adequate transport facilities and shortage of travelling allowances (to which reference is made later).

64. Staffing and Assignments of Schools and Teachers

The following table shows, by Province, for the year 1971-72, the number of District and Assistant District Inspectors/Inspectresses in post (the number of Inspectresses shown in brackets) related to the number of primary schools and teachers for which they are responsible. The assignments are calculated for A.D.I.s only, as the D.I.s, though assisting their colleagues from time to time with primary inspection duties, have no specific assignment of primary schools but are directly responsible for the supervision of middle schools.

Table 2. Number of Assistant Inspectors/Inspectresses related to number of primary schools and teachers

| Province | District Inspectors/ Inspectresses | Assistant District Inspectors/ Inspectresses | Number of primary schools | Number of primary teachers | Schools per A.I. | Teachers per A.I. |
|---|---|---|---|---|---|---|
| Baluchistan | 10(1) | 27(-) | 1 961 | 2 993 | 73 | 111 |
| North-West Frontier | 17(6) | 85(26) | 4 893 | 10 364 | 58 | 122 |
| Punjab | 38(19) | 332(86) | 23 872 | 60 000 (estim.) | 72 | 181 |
| Sind | 45(7)* | 191(31) | 10 033 | 25 275 | 53 | 132 |
| (4 Provinces) | 111(33) | 635(143) | 40 759 | 98 632 | 64 | 156 |

*District Education Officers or Sub-Divisional Education Officers (see paragraph 57).

65. From the above table it would at first appear that an average assignment of 64 schools and 156 teachers was not unreasonable. But certain factors must be taken into account. The average primary school in Pakistan has 2.5 teachers. In the rural Province of Baluchistan the average is 1.5. Except, therefore, for those working in the larger schools in the cities and towns, it is a case of one or two teachers having to cope with five age-groups in a village primary school, often isolated and difficult to reach. Unless the inspector pays regular visits the teacher is left alone with no professional contacts or assistance. This appears to be the situation in many parts of the country.

66. A second point is that the 'average' conceals quite wide individual differences in assignments, especially between Inspectors and Inspectresses. To take, for example, the Province of Punjab, which has by far the largest school population. In that Province the average assignment for an Assistant Inspector in 1971-72 was 60 schools and

150 teachers. For an Assistant Inspectress it was 106 schools and 265 teachers; and the range was from an assignment of 70 schools and 175 teachers to one of 190 schools and 465 teachers. And one must take into account the difficulties of travel and 'staying-out' for the women.

67. During our tour it was frequently said by administrators and inspectors that the number of the inspecting staff had not kept pace with the increase in the number of schools and teachers over recent years. This is corroborated by the following comparison.

| Year | No. of D.I. (1) | No. of A.D.I. (1) | No. of primary schools(2) | No. of primary teachers(2) | Schools per A.I. | Teachers per A.I. |
|---|---|---|---|---|---|---|
| 1963-64 | 84(33) | 619(127) | 30 950 | 69 800 | 50 | 113 |
| 1971-72 | 110(33) | 632(143) | 40 759 | 98 632 | 64 | 156 |

(1) Figures supplied by Central Bureau of Education, Islamabad.

(2) Figures taken from Pakistan Education Index (Tables 1.1, 1.29); Zaki and Khan, Central Bureau of Education, Islamabad.

68. In the conditions of Pakistan, with so many small and scattered schools and with the difficulties of travel in many areas a ratio of one Assistant Inspector/Inspectress to about 100 teachers appears to be necessary, if regular visits are to be paid to <u>all</u> primary schools and if the teachers,many of whom are very isolated and inadequately trained, are to get the professional assistance and support they need. Some variation in assignment of course will be necessary according to the geographical nature of the area in which the inspector works and the distance of the schools from his or her headquarters. And special consideration needs to be given to the assignments of inspectresses who

have to work under arducus conditions. With a ratio of one inspector to 100 teachers and adequate transport and travelling allowances a frequency of two thorough visits a year to each school should be expected.

69. To the visitor unfamiliar with the social and religious traditions of the country the division of boys and girls of primary school age, five to nine, into separate schools and the existence of separate inspectorate of men and women for this stage of education seems strange. A proposal of the Education Policy is gradually to replace men primary teachers with women and to convert some of the existing primary teacher education institutions for men into institutions for women. This, it is said "will remove one of the major hurdles in the way of education of girls because there will be no objection to their studying with boys if their teachers are women". Such a step may lead to greater unification of the Inspectorate at the primary level.

70. Recruitment and Training of the Primary Inspectorate

Inspectors/Inspectresses of primary schools, both District and Assistant, are graduates. The minimum qualifications required are a Bachelor's degree in Arts or Science followed by the professional degree of Bachelor of Education. Many of them hold a Master of Education degree in Primary Education or a Master of Arts (Education). They are principally recruited from subject teaching posts in secondary schools or from the staff of teacher training institutions, and these three groups, Assistant Inspectors, secondary school teachers and teacher trainers form a single cadre, with a certain interchangeability of posts, and the same salary scale viz. Rs.300-750 ($33-89) a month. Some members of this cadre, appointed as A.I.s, will have had experience of teaching in a primary or middle school, before taking a degree, but many have not,

though they will have followed a course in primary education in their work for the professional degree of Bachelor or Master of Education. The primary school teacher, therefore, is frequently inspected by one who has no first-hand knowledge or experience of teaching younger children, though he or she may have followed a university course in primary education. It is felt that as a body the primary inspectorate would be in a better position to give the teachers the realistic and constructive help they need in facing their problems, especially those working in one or two-teacher schools, if more were recruited with direct experience of teaching in a primary school or seconded for a time for that purpose. In the reorganisation taking place in Sind Province (see paragraph 54 above) it is proposed that at least 20 per cent of primary supervisors must have had substantial teaching experience in a primary school.

71. Assistant Inspectors/Inspectresses are usually transferred from other posts in the cadre by the Directorate of Education on the recommendations of the Divisional Inspector or Inspectress. Appointment is therefore an internal matter and there appear to be no very specific criteria applied for selection; and there is no period of probation on joining the Inspectorate Service. This is unusual.

72. District Inspectors are selected from the ranks of Heads of secondary schools or teacher training institutions or promoted to that position from the Assistant ranks. The salary scale of the District Inspector/Head of Secondary School/Head of Teacher Training Institution cadre is Rs.450-1,000 a month ($49 - 110). The senior posts of Divisional Inspector/Inspectress or of Inspector/Inspectress of Training Institutions in the Directorates of Education are advertised by the Public Service Commission for direct recruits, or processed through the

Education Department for approval by the P.S.C. in the case of those promoted from District level. Promotion is said to be determined by 'seniority-cum-merit' but higher educational qualifications are also taken into account.

73. There is no required period of formal training for those selected as Assistant Inspectors or Inspectresses. They are expected to learn 'on the job' under the guidance of the District Inspector/Inspectress. However, in-service courses lasting two or three weeks have been conducted from time to time for primary inspectors at the Education Extension Centre, Lahore, Punjab. These were designed to familiarize the inspectors as soon as possible after their appointment with new developments in primary curriculum and teaching methods and were conducted by the staff of the centre. At the time of our visit, a course for newly appointed supervisors on the professional aspects of inspection and supervision was being planned by the Director of the Bureau of Curriculum and Extension Wing in Hyderabad, Sind Province, himself a former District and Divisional Inspector. Lectures on the principles and procedures of supervision were to be followed by visits of the trainees to schools where they would be expected to carry out their supervisory duties and write reports under the guidance of the Director. The practical and down-to-earth nature of this proposed course seem to have much to commend it, and it is hoped, would set a pattern for other training courses of inspectors.

74. The above are selected examples of training, but in general there appears to be the need for much more thorough and comprehensive training in the principles and practices of inspection and supervision if the visits of Inspectors are to be more productive in giving support and guidance to teachers in modern methods of teaching and learning, and

if inspection is to be a real instrument of planned change and development.

75. We suggest a carefully planned induction course of six months for those newly appointed to the Inspectorate. Such a course might comprise three main elements:

(a) A thorough familiarisation with modern developments in the primary curriculum and in teaching methods and with new systems of pupil evaluation.

(b) Training in the duties and functions of an inspector; for example, modern techniques of evaluation of the learning process, communication and report writing, in-service training techniques, methods of conducting surveys into aspects of primary education, the problems of the small isolated school and school/community relationships.

(c) A study of the relationship of the Inspectorate with other educational services, for example the curriculum bureaux, the production of textbooks and instructional materials, the use of the mass media in education, the psychological services and the library services.

Such an induction course might be of the 'sandwich' variety in which theoretical training alternated with practical experience in the field under the guidance of experienced inspectors with special responsibilities for training.

76. Those already with some years in the inspectorate service

would also benefit if they, together with the heads of schools and with teacher-trainers, had the opportunity of regularly attending workshops or seminars in curriculum development in different subjects of the curriculum. Inspectors should also have ready access to good educational libraries and be encouraged to read and also to contribute to educational journals to further their professional skills and interests. The inspector who is content to live on his capital, acquired some years ago in a university course in primary education, cannot be a good inspector.

77. In the initial stages of establishing a comprehensive programme of induction training and retraining, it may be necessary to enlist the services of some experienced inspectors and advisers from other countries with a well-established system of school supervision. But Pakistan must develop a system which suits its own conditions and needs, as the Director in Hyderabad rightly pointed out, and initiate its own training methods, using the resources of the Universities, the Directorates of Education and the Extension Services and the Curriculum Bureaux. But the issue of training concerns all Provinces and there seems a good case for looking at it from a national standpoint.

78. Planning of Inspection

The general work of the Inspectorate is planned at annual meetings of senior inspecting staff with the Director of Education (Schools) held at regional headquarters in the Provinces. The Divisional Inspector with his District Inspectors is responsible for the control and scheduling of inspections in the Division; but as far as the primary schools are concerned it is the District Inspector who is expected to organise the work of the Assistant Inspectors which form his team. He is in constant contact with them, and at the end of each month they

send in their reports with claims for travelling allowances to him and these are sent on to the Divisional Inspector. Much therefore depends on the District Inspector whether careful control is exercised over the activities of the Assistant Inspectors and a regular plan of inspections drawn up and adhered to. Visits to the offices of District Inspectors and Inspectresses in different Provinces revealed in general the need for more precise and careful organisation in this respect. It is desirable that monthly forecasts should be made of inspection-visits to be made of each Assistant and charts maintained and kept up-to-date both in District and in Divisional Offices showing what has been done. The inspectors themselves should keep careful records of their own visits with the main particulars of each school and the recommendations made. Some inspectors do this but not all. It is appreciated that problems of transport may prevent programmes being carried out. But full information about the state of inspection in each District needs to be sent regularly to regional headquarters and action taken where several problems exist. If there were a Chief or Senior Inspector of Primary Schools at regional headquarters, primary school inspection could be more effectively organised and supervised, and he with Divisional and District Inspectors devise strategies which would make the best use of the services of the Assistant Inspectors (see paragraph 73).

79. <u>The Process of Inspection</u>

The two main types of inspection-visit are, as mentioned in paragraph 62, the annual inspection and the 'surprise' visit. In the annual inspection an assessment is made of the work of all teachers and classes. A summary of the inspector's findings is entered in the school's logbook and a report is written, usually on a pro-forma which varies from

Province to Province. In the case of Punjab Province for example the existing pro-forma was being revised and simplified at the time of this visit. A sample seen itemized enrolment statistics (admissions, withdrawals, transfers, etc.); buildings; school grounds; school funds; extra-curricular activities; and the condition of work in each subject, together with general remarks and recommendations about the school, staff, pupils and the school community.

80. It was, unfortunately, not possible to observe much inspection taking place on our visits to schools, though a little was done. Our conclusions on the actual process are therefore based mainly on discussions with inspectors and teachers and the reading of reports and other documents. There is a good deal of questioning of the pupils and the setting of brief attainment tests. Demonstration lessons are given by the inspectors in the presence of the teachers. The following instructions issued by a Divisional Inspectress to her colleagues on the procedures to be followed during the inspection of a school, though not to be taken as adopted universally, throw some light on the process:

"1. Teaching of lessons is checked. Model lessons in all the subjects are given for the guidance of teachers. The teachers are asked to give lessons in the presence of the Inspecting Officer and necessary instructions are imparted to them whenever necessary.

2. Teaching programmes of the schools and the syllabuses to be followed are checked, and necessary guidance and instructions are conveyed to the teachers on the spot.

3. Instructions and necessary guidance in preparing different audio-visual aids in teaching are given and their proper use during the teaching process is stressed.

4. Lessons and lectures are given on the subject of health and cleanliness and practical lessons in this respect are presented before the teachers and students."

81. The process of inspection therefore, as far as we could determine from discussions with inspectors and teachers and from the reading of reports, tends to lay emphasis on assessment and has a judicial rather than an advisory function. Assessment is certainly essential and the administration must be kept informed of the state of the schools and the standards being achieved. But our impression of the schools and of the teachers is that a great deal needs to be done to help the teachers to devise more stimulating and active methods of learning by the children. The inspection-visit should be an opportunity to rouse interest in new educational developments, discover talents and generally encourage the staff to strive for greater achievements. It seems doubtful whether the formal annual inspection, with a tendency to emphasize the administrative at the expense of the pedagogical aspects of education, is doing enough to stress this creative and consultative role of the inspector. The formal inspection with a standard report might profitably become less frequent and the thorough advisory visit followed by a record of the main recommendations made on the work of the school more frequent. Certainly more study needs to be undertaken of methods of evaluation and ways of communicating help and advice to the teachers. We stress advice and guidance rather than instructions.

82. At the present time the process of inspection is largely concerned with assessment of the individual institution and the individual teacher. It is suggested that the concept should be broadened by using the services of the inspectorate to survey a group or sample of schools in a neighbourhood with a particular purpose in mind, for example,

the teaching of certain subjects at certain levels in the schools, the use of audio-visual aids, the language difficulties of children, or school-community relationships. In other words to use their services for investigating problems and assisting the administration to establish priorities of action. The findings of such surveys and investigations, embodied in a report, would be useful not only to the administration but to the inspectors in arranging 'follow-up' in-service courses for the teachers. It would seem sensible to associate selected Heads and the staff of the Teacher Training Colleges with such work. This would help to break down the immage of the inspector in the eyes of the teacher as an authoritarian figure and cast him in a more collaborative role. The inspector would not be looking at teachers so much as looking with teachers and others at particular problems are seeking their solution. Strategies of this and other kinds need to be evolved if inspection is to be more than a measuring instrument or, in the words of an experienced inspector, "putting upon a single school a pair of intellectual calipers".

83. As pointed out in this paper, a majority of the primary schools are small and often isolated. These small primary schools are often grouped around a 'Centre' school, a larger primary/middle school, which is now mainly used as a focal point for the payment of salaries to the teachers in the associated primary schools and for the issue of circulars and instructions to these schools. The primary Heads visit the Centre school for this purpose once a month. Occasionally the opportunity is taken by the Assistant Inspector in charge of the area to hold a meeting of the heads on administrative matters, and he uses it as a base for inspecting the associated primary schools. It would be an advantage if the Centre school could become more of an

in-service and training centre for all the teachers in the associated primary schools, with a room available for the display of children's work collected from the schools, and of simple teaching equipment and audio-visual aids. Under the supervision of the Assistant Inspector workshops and seminars could be arranged for the teachers and it could become an effective local centre for the development of primary education. The possibility might also be explored of using the Heads of the Centre Schools, carefully chosen and given some training, as inspecting assistants or supervisors of his associated primary schools. In such ways the services of the Assistant Inspector, with a number of Centre Heads working in close co-operation with him, could be now widely and efficiently deployed. If, for example, he had 50 schools, he might work a good deal through, say, 5 Centre Heads, each with 10 schools in his group.

84. In many countries, but not in Pakistan, there is a handbook or manual for inspectors which embodies some of the philosophy of inspection, offers guidance on the various duties of an inspector, and goes into detail on the criteria to be used in evaluating the work of a school. Such a handbook has been found valuable both by newly appointed inspectors and by those who are now experienced. It is also useful to the Heads of schools in suggesting ways of organising or evaluating the work of their schools and staff. Such a handbook might be produced by a group of senior inspectors and other educationists drawn from the different Provinces, for use in the whole country.

85. Inspectorate and Curriculum Reform

In paragraph 48 above reference is made to the developments taking place in the reform of the primary school curriculum under the aegis of the National and Provincial Curriculum Bureaux and their Committees.

Preparations are being made for introducing new syllabuses into the schools in 1974 and for producing the textbooks, workbooks, teachers' guides and other instructional materials to accompany them. Our impressions of the primary schools we saw and of the poverty of their physical environment and lack of educational facilities, recorded in the previous section of this paper, indicate that a great deal needs to be done in improving the material conditions in which teachers and pupils work, before radical changes in teaching method, away from rote learning, can take place. That would seem to be the first priority. A second is the retraining of the teachers which it is acknowledged will require a massive nation-wide effort mobilising all possible resources. One of these resources is the primary Inspectorate; particularly the Assistant Inspectors and Inspectresses. But they themselves, if they are to be in a position to guide and lead the teachers and to help interpret the innovations proposed - and not merely check that instructions are being followed - will need themselves substantial training and familiarisation with new methods and the principles behind them. So will the staff of the primary teacher training institutions, who, working closely with the Inspectorate, should play a leading part in the process of development. The Inspectorate, because of its present structure, in particular the fact that there are no Chief Inspectors at Provincial Education Departments, charged with planning for qualitative development in the schools, has played very little part in the first phase of the reforms viz. the production of the new syllabuses - the actual process of innovation. This seems to be a weakness. In our view an Inspectorate service, from its knowledge of the teaching and learning taking place in the schools and its duty to keep abreast of

modern thinking and practices, should be in a position to collaborate closely with other educationists, not only in implementing and educating but in originating change.

86. But in the process of implementation and evaluation, and particularly in the retraining of the teachers to cope with the new curriculum, strategies will need to be devised to make the most effective use of the Inspectors. A particular problem will be that of maintaining close contact with the teachers and especially the Heads of the very large number of small village schools in rural and outlying areas. As suggested in paragraph 73, making use of the Centre primary schools as focal points for continuous in-service training of teachers in the associated primary schools by the A.D.I.s might be one way of tackling this problem. Another might be to make more use of the Primary Teacher Training Institutions as in-service and resource centres with primary inspectors and teacher trainers working in close association. Our impression is that these two bodies, who are members of the same cadre, need to collaborate more closely in raising standards in the schools and particularly in helping the younger teachers to establish themselves.

87. At the present time comparatively little use appears to be made of the mass media, particularly radio, in primary education. The New Educational Policy states that "Radio sets will be provided to all schools and T.V. sets will be installed in those covered by telecasting facilities". The use of the media will be of particular significance in promoting a campaign to inform parents, pupils and teachers of the impending changes in the curriculum. Educational radio in particular could become a powerful reinforcement for the teacher in the classroom, if properly used. Here again a good deal of responsibility rests on the shoulders of the inspectors in guiding the teachers to make the most

effective use of this and other media and of helping in the process of evaluation and feedback to those responsible for writing and producing programmes. While all inspectors should be familiarised with the use of the mass media in education, there may be a case for giving certain inspectors more specialised training so that they could act as advisers over a wide area and assist their colleagues, particularly in running courses for teachers.

88. The Inspector and the School Community

As indicated in the analysis of primary education in the first main section of this paper, the degree of interest shown by local communities in their primary schools and the active support given seem to vary a good deal. Some very good examples were seen of this support, by way of provision of land and buildings. The New Education Policy places considerable emphasis on the need for strengthening this support. The local school should be seen as an agent of change and development in its community. A massive campaign for adult literacy is being mounted and the resources of the schools and of their teachers will be harnessed to this end in a co-ordinated programme of non-formal lifelong education. Unesco is assisting in a programme to provide a new kind of basic self-sustaining education to support rural development. At the time of this study-visit, for example, a training course was being held in Sind Province for 300 primary teachers who would play an active part in this campaign, and primary schools and mosque schools were to be used for adult classes. The primary inspectorate has a key role to play in these developments. Many of them have been active in stimulating community interest in education; they often know the influential members of the community and they are responsible for considering and approving proposals for new schools and for developing existing schools.

Their professional assistance with this campaign will, therefore, be of the greatest value and they should be closely associated with it.

89. Conditions of Work for the Inspectorate

In every meeting with primary inspectors in different Provinces of Pakistan the complaint was made of the lack of transport, and this was said to be a major, if not the major, reason why the schools were not being inspected as regularly as they should be. No official transport was provided at District or sub-divisional offices and inspectors and inspectresses were expected to use their own vehicles, for the purchase of which loans were made, or public transport, where available. Travelling allowances were paid for journeys outside cities or towns. These were quoted at Rs.50-60 a month ($5.5-6.5) a sum which, it was said, had not been increased for many years and which would not approach the cost of spending the 18 days a month on tour, prescribed in the Education Code. Inspectors and Inspectresses travelled when they could by tonga (a horse-drawn gharry), or by bus or on horseback, but many of the schools could only be reached by long journeys on foot. The result was that the schools on a bus-route or accessible by some kind of vehicle were visited, but the more isolated schools were neglected, often for long periods.

90. Nevertheless many inspectors and inspectresses were making determined efforts to reach their schools, and interesting, if often rather harrowing, stories were told of journeys that were made to reach schools difficult of access. To quote just one example, an Inspectress in North-West Frontier Province, who had her own car, told us that in the dangerous and difficult area where she worked she took with her a driver

and another man, both armed, to accompany her when she left her car on to roadside and set off across country on foot to reach a primary school. In Sind Province, at the time of our visit, sanction had been given for the purchase of jeeps for District Officers and mopeds for the primary school supervisors. Though it would not fully solve the problem, a four-wheel drive vehicle for each District Office of Inspectors and Inspectresses would enable more schools in difficult terrain to be reached. More generous loans for purchase of vehicles and more adequate travelling allowances would make touring easier. The problems of inspectresses are particularly acute, not only as regards travel but as regards places to stay when on tour. The inspector often 'camped out' in a Centre school and visited the primary schools associated with it. This was not possible for the inspectresses. They made use of a Primary Teacher Training Institute where possible, as a centre for inspecting primary schools. Had there been rural boarding schools for girls they could have used the residential accommodation for teachers. It is not easy to suggest any single or simple remedy to this whole problem of travel and subsistence for the inspectorate on tour; but the provision of more motorised transport and more adequate travelling allowances would go some way to solving it. Unless the inspectors can reach the schools, there is little point in providing and paying an Inspectorate.

91. Office Facilities

The office of the District Inspector and Inspectress is the centre for the day-to-day administration of the several hundred primary and middle schools in the District. There is a great deal of paperwork to be done in connection with finance, supplies, teacher's records and service books, payment of salaries, etc.; and as with all Education

offices there is a constant stream of visitors, teachers, parents and members of the public seeking information or interviews with the District Inspector or his Assistants. There are a varying number of clerical and accounts staff in each District Office. Visits were paid to a number of these offices during the tour of the Provinces; and though conditions varied there was evidence in many of them that the Inspectors were working in very congested space, clerical assistance was inadequate for the ever-increasing amount of work to be got through and facilities for typing, filing, reproduction of documents, etc. were poor. In one urban District Office for example, in Punjab, nine Assistant Inspectors were working in one room and had to do most of their own typing of reports and correspondence. In another office in North-West Frontier Province, files and records were piled up in a very small space and four inspectors had to work in a small room subject to constant interruptions. On the whole the offices of the Inspectresses seemed to be better provided and organised than those for Inspectors.

92. Though, as has been emphasized in this paper, the primary school inspector should spend the greater part of his working life in schools; he should have a well-organised office from which to operate. The present offices are Education Offices not Inspectors' Offices. An Inspector's Office should have on display for ready reference basic information about all the schools in the Inspector's area and a record of all inspection visits made as well as forecasts of proposed inspections. The office should also contain a collection of textbooks used in the schools, examples of visual aids and other instructional materials, so that it is a resource-centre on which he can draw for his visits to schools and for the in-service courses which he conducts

for teachers. The offices from which the inspectors have to work at present do not appear to provide this professional environment and support.

Section III - Summary of conclusions

93. The inspection and supervision of primary education in Pakistan has been less effective than it might be largely because the inspectorate, particularly at Divisional or District levels, has been required to combine administrative and managerial functions with those of professional assessment and advice to the schools and their teachers. Inspection therefore has been seen rather as a means of exercising control than of helping to raise standards and promote change when this is desirable. It seems necessary to separate these two main functions as far as possible and to emphasize the responsibility of the Inspectorate, in association with other educational services, for assisting teachers to improve the quality of education.

94. In any reorganisation of the system of inspection and supervision it will be necessary to consider afresh the structure of the Inspectorate or Supervisory Service, and to define its functional relationships with the Administration. There appears to be the need both at National and Provincial levels for senior officers of this service to advise on qualitative developments within the general context of educational planning and to provide the field staff with the professional leadership necessary for making the most effective use of their services.

95. The services of the primary inspectorate would be strengthened if within the Directorates there were a number of specialist advisers on different subjects and aspects of the curriculum who could assist their

colleagues in inspection duties and particularly in conducting in-service training courses. At the same time, the 'general' inspectors need to be encouraged by training to develop specialist interests.

96. With the rapid expansion of primary education, the staffing of the Inspectorate has not kept pace with the increase in the number of schools and teachers. This is particularly true of the number of women engaged in the service, many of whom have heavy assignments. This is one of the reasons why the expected frequency of two inspection-visits to each school each year is not being maintained, though it was difficult to obtain precise information of the number and type of visits actually paid. In the conditions of the country, with so many small schools in rural and outlying areas and with teachers whose professional training has mostly been limited to one year, it is desirable to aim at a ratio of one inspector to about 100 teachers, allowing for some variation in assignments, according to the concentration or scatter of schools in urban and rural areas. With such a ratio and better transport facilities, a norm of at least two visits a year should be maintained.

97. Some consideration needs to be given to the methods of selection and training of the primary inspectorate. Too few of their numbers appear to have had direct experience of teaching in a primary school, though they have followed a professional course in primary education at a university. Though some training in the art and techniques of inspection and supervision is provided from time to time at Extension Centres in the Provinces, more systematic and comprehensive induction and in-service training of inspectors appears to be necessary, if they are to provide the professional leadership and guidance called for, especially in helping to implement curriculum change.

98. There is a need for closer and more systematic planning, co-ordination, and control of inspection activities and for widening the concept of inspection to include surveys and investigations of particular aspects and problems of primary education. Such an extension of the traditional practices of assessing an individual school and its teachers would be of value in keeping the administration informed of educational developments and problems and assisting in the formulation of policies. It would also provide the inspectors with a useful foundation for 'follow-up' in-service courses.

99. The process of inspection, through the annual inspection visit, when it takes place, tends to lay emphasis rather more on routine assessment and on administrative factors than on constructive advice and help to the schools in improving and developing the work in the classroom. It may well be that in present circumstances regular and thorough advisory visits need to be paid more frequently and the formal inspection to take place at longer intervals.

100. The publication of a handbook or manual for inspectors could be of considerable help to them in carrying out their duties. This might not only embody a new 'philosophy' of inspection but also guidance on the techniques of supervision and the criteria to be used in evaluating performance, as well as advice on the necessary functions of the inspectorate in in-service training and implementing curriculum change.

101. Hitherto the inspectorate does not seem to have been closely involved in the reform of the primary curriculum originating from the National or Provincial Curriculum Bureaux. If they are to assist actively in implementation it will be necessary for them to become thoroughly

familiar with the principles underlying these reforms so that they can interpret the new syllabuses and methods they entail to the teachers, and assist in the process of evaluation.

102. It seems desirable that the resources of the Inspectorate should be linked as closely as possible with those of the Teacher Training Institutions in providing in-service training courses and in following up the progress of young teachers who have recently completed their courses of training. The Teacher Training Institutes could usefully become resource centres for teachers in the primary schools in their locality and provide a venue for regular professional gatherings of teachers, tutors and inspectors.

103. In rural areas the Centre primary school now principally serves the function of a distribution point for salaries and the issuing of circulars and instructions to teachers in the smaller primary schools within its orbit, though some use is made of it for professional discussions, school competitions and other purposes. In view of the importance of breaking down as far as possible the isolation of the rural teacher, it could perhaps become more of a focal point for professional contacts under the guidance of the local inspector; and he could work through the Heads of the 'Centre' schools in promoting desirable developments.

104. A major obstacle to providing an efficient system of inspection, supervision and guidance is the lack of adequate transport facilities for the inspectorate and the meagreness of travelling allowances. Until this obstacle is removed or considerably reduced it is unlikely that even with an increased establishment and freedom from routine administrative duties the primary inspectorate will be able to fulfil its main role of assisting teachers to give a better education to the children.

105. The office accommodation and facilities available to many primary inspectors do not encourage systematic organisation and carrying out of their office duties, such as preparing for inspections and in-service courses and writing reports; nor do they provide the books, journals and other materials needed to keep them professionally up-to-date.

106. It is the aim of the Education Policy put forward by the Government not only to extend the opportunity for a basic education to most of the country's children but also to ensure that such an Education helps to implant the knowledge and skills and to form the attitudes which will enable them to become useful and responsible members of society. The services of a well-staffed, well-trained and well-organized Inspectorate can make a significant contribution to this end if it works in close partnership with all the other agencies of reform and development in the educational system, and if there is a steady improvement in the working conditions in the primary schools and in the training and status of the teachers.

ANNEX I

# PAKISTAN

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A.I.D. SER/FM/SR)